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ABSTRACT

This report summarizes the findings from a survey of selected college and university deans and placement officials on student attitudes towards the federal government as an employer. The United States Merit Systems Protection Board surveyed 72 schools highly rated in seven college curriculums. The seven curriculums were selected because they are significant recruitment sources for the most populous occupations in the federal government which are typically filled by college graduates. Curriculums included were engineering, computer science, law, nursing, accounting, liberal arts, and public administration. Results suggest that the government is not perceived as an "employer of choice" by many graduates of some of the country's most highly rated academic institutions. A perception existed that federal jobs pay less than comparable jobs in the private sector. Even among those graduates who have a positive view of the government as an employer, many are perplexed by the "civil service hiring labyrinth" and find little active encouragement on the part of most federal agencies. Recommendations conclude the report. An appendix lists institutions responding to the survey. (JDD)

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ED318306

A Special Study

ATTRACTING QUALITY GRADUATES TO THE FEDERAL GOVERNMENT: A VIEW OF COLLEGE RECRUITING

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A REPORT TO THE PRESIDENT AND THE CONGRESS OF THE UNITED STATES BY THE U.S. MERIT SYSTEMS PROTECTION BOARD

JUNE 6, 1988

HE 022 869

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THE CHAIRMAN

U.S. MERIT SYSTEMS PROTECTION BOARD
1120 Vermont Avenue, N.W.
Washington, D.C. 20419

June 6, 1988

Sirs:

In accordance with section 202(a) of the Civil Service Reform Act of 1978 (5 U.S.C. § 1205(a)(3)), it is my honor to submit this U.S. Merit Systems Protection Board report titled "Attracting Quality Graduates to the Federal Government: A View of College Recruiting."

This report summarizes the findings of inquiries made to a number of college and university deans and placement officials in seven curriculums which serve as major recruitment sources for entry-level professional positions within the Federal Government. Additionally, the views of this uniquely qualified group of respondents are augmented by information and opinions gathered from other appropriate sources.

As noted, the Government is not currently considered an "employer of choice" by most college students. The reasons for this vary somewhat by curriculum and geographic location, but the effects are widespread. The report suggests actions that can and should be taken to address this situation. I think you will find this report useful as you consider issues affecting the Federal Government's ability to recruit highly qualified people to its ranks.

Respectfully,

Daniel R. Levinson

Daniel R. Levinson

The President
The President of the Senate
The Speaker of the House of Representatives

Washington, DC

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OVERVIEW

This report summarizes the findings from a survey of selected college and university deans and placement officials on student attitudes towards the Federal Government as an employer. The results of this study suggest that the Government is not perceived as an "employer of choice" by many graduates of some of the country's most highly rated academic institutions. Furthermore, even among those graduates who have a positive view of the Government as an employer, many are perplexed by the "civil service hiring labyrinth" and find little active encouragement on the part of most Federal agencies. This raises concerns about the future quality of the Federal work force and its ability to effectively and efficiently carry out the necessary functions of Government. The report also contains some recommendations for future action.

In order to provide for future leadership within the career civil service, it behooves the Federal Government to recruit high-quality candidates for its career-entry positions. One key source of such candidates has traditionally been recent college graduates. Concern has been expressed by a number of authoritative sources, however, about the Federal Government's increasing difficulty in attracting bright, highly motivated graduates to its ranks.

To shed some additional light on this issue, the U.S. Merit Systems Protection Board surveyed a small sample of schools highly rated in seven college curriculums. These curriculums were selected because they are significant recruitment sources for 1 or more of the 10 most populous occupations in the Federal Government which are typically filled by college graduates. A list of questions was sent to deans (or the equivalent) and placement officials at the identified schools. The officials were asked to comment on their students' perceptions of the Federal Government as a potential employer.

Judgments on the desirability of Federal employment and reasons given for those judgments varied somewhat based on the curriculum and there were divergent views even within curriculums. However, several widely shared perceptions tend to emerge which suggest that, with a few exceptions, there are some significant obstacles which the Government must try to overcome in order to be more competitive as a recruiter on the Nation's campuses. These obstacles may be characterized as follows:

- A perception that Federal jobs pay less than comparable jobs in the private sector (this has a basis in fact but is not true for all jobs or all geographic areas);
- A lack of general information on Federal career opportunities combined with little or no on-campus recruitment by most Federal agencies; and
- The negative public image of the Federal "bureaucracy" (mentioned by three out of every four officials who responded).

This report also discusses some perceptions about the positive aspects of working for the Government. It notes some current and encouraging efforts by various organizations to address at least some aspects of the problems identified in this report. It concludes with the Board's recommendations, which call for the following:

- Continued attention to development of alternate Federal compensation strategies;
- Additional initiatives related to a revived Governmentwide college relations program;
- Aggressive efforts to shorten and simplify the competitive recruitment process while preserving the underlying merit principles;
- Increased on-campus recruitment by individual agencies; and
- A bipartisan effort to improve the public image of Federal employment.

INTRODUCTION

Increasingly, concerns are being expressed about the Federal work force both in terms of its current composition and the ability of the Government to recruit and retain quality employees in the future. For example, in hearings before the Senate Governmental Affairs Committee, Senator Ted Stevens (R-Alaska) has stated:

> It appears to me that employee morale is low now and that the government is in danger of no longer attracting the highly qualified recruits that will enable our government to perform its function in an efficient manner* * *.[1]

Likewise, Congresswoman Patricia Schroeder (D-Colorado), in a letter to the Merit Systems Protection Board (MSPB) research staff, wrote:

> I have sat through hour after hour of testimony on the deterioration of the career civil service. Managers, employee representatives, and academics have said the best employees are leaving, good college and graduate students no longer consider a public service career, and government cannot hire the people it needs in high technology and scarcity occupations.[2]

Further, the President's fiscal year 1988 Budget Summary addresses the concern for a high-caliber work force by such statements as the following:

> Assuring that the Federal Government attracts and retains the best people is a continuing priority of this administration* * *. Recruiting and retaining quality employees is critical to an efficient and responsive civil service* * *. During 1987 OPM will revitalize its college-university recruitment program to reach out and attract the best college graduates from all segments of society. The focus will be on bringing together agency hiring officials and a representative pool of applicants.[3]

These examples show the interest being expressed within the Government as to the quality of the work force. This concern is shared by those in the private sector and academia.

A National Commission on the Public Service has been organized which is being chaired by Paul Volcker, former Chairman of the Board of Governors of the Federal Reserve System. Many prominent Americans are serving on this commission including former President Ford; former Secretary of Defense and former President of the World Bank, Robert McNamara; Elliot Richardson, who has held four different Cabinet posts; and Derek Bok, President of Harvard University.[4] This commission is to focus on the "quiet crisis" in the quality and leadership within the civil service.

Studies outside the Federal Government have been conducted recently which point to the problem of recruiting quality

1 Hearings before the Committee on Governmental Affairs, Renomination of Donald J. Devine, U.S. Senate, First Session, Apr. 1, 2, 3, June 5 and 6, U.S. Government Printing Office, Washington, DC, 1985, p. 1.

2 Letter from Chairwoman Patricia Schroeder, Subcommittee on Civil Service, Committee on Post Office and Civil Service, U.S. House of Representatives, Mar. 26, 1986, p. 1.

3 "Management of the United States Government, Fiscal Year 1988," Executive Office of the President, Office of Management and Budget, Washington, DC, pp. 79-81.

4 The Washington Post, Sept. 11, 1987, p. A23

employees. These include a survey by the National Academy of Public Administration asking its members to identify the most important issues facing public administration now and in the near future. The difficulty in recruiting and retaining a competent work force was one of five issues identified by respondents.[5] Likewise, in a paper presented at a conference on the public service in the year 2000, James K. Conant of New York University discusses the interrelationship between the Federal Government and the universities and particularly the role of the universities as the principal source of candidates to provide the Government with the work force of the future. He points to indicators of declining interest among students in Government careers:

> * * *(O)ver the past ten years there has been a substantial shift in the career preferences of undergraduates and graduates from social sciences to business and from government to the private sector. One effect of this shifting focus can be seen in the dramatic decline in enrollments in the social sciences and in public administration and public policy programs. Political factors, socio-cultural factors, and even educational factors have probably contributed to this shift.[6]

Charles Levine, formerly Senior Specialist in American National Government, Congressional Research Service, and now at American University notes:

> According to recent studies, recruiting practices which worked reasonably well in the past may no longer be attracting the quality of college graduates who were previously interested in federal employment. College graduates perceive equally challenging work, greater flexibility, and higher rewards to be available in the private sector.[7]

The concerns expressed within the Government, in the academic community, and in the private sector prompted us to study the ability of the Federal Government to attract and maintain an effective work force.

METHODOLOGY

The sources of college-prepared individuals and the fields in which they are trained are quite diverse. To keep our task manageable, it was necessary to devise a study which would address one well-defined area. We chose to focus on recruitment for populous occupations frequently filled, at the career-entry level, from outside the Federal Government with college graduates.

We identified seven college curriculums which qualify candidates for career-entry positions in a number of relatively populous occupations in the Federal Government. The curriculums identified were:

5 Ray Kline, "Contemporary Problems of the Public Service: What Should be Done; How to be Ready? Recruitment, Retention and Compensation Issues," unpublished paper, September 1986, p. 1.

6 James K. Conant, "Universities and the Future of the Public Service," paper prepared for a conference on "A National Public Service For The Year 2000" convened by the Brookings Institution and the American Enterprise Institute for Public Policy Research, Sept. 16-17, 1986, pp. 54-55.

7 Charles H. Levine, "The Federal Civil Service at the Crossroads," paper prepared for a conference on "A National Public Service for the Year 2000" convened by the Brookings Institution and the American Enterprise Institute for Public Policy Research, Sept. 16-17, 1986, p. 21.

(1) Engineering;
(2) Computer Science;
(3) Law;
(4) Nursing:
(5) Accounting;
(6) Liberal Arts; and
(7) Public Administration.

Graduates of some of the listed curriculums--i.e., law, engineering, and nursing--are usually recruited into directly corresponding occupations. However, some occupations--e.g., program analyst or contract specialist--have more general qualification requirements and may be filled with graduates from more than one curriculum.

Based on data received from the Office of Personnel Management (OPM) Central Personnel Data File, the 10 most populous occupations typically filled by college graduates from one or more of the listed curriculums are:

(1) Accountant and Auditor;
(2) Attorney;
(3) Computer Specialist;
(4) Contract Specialist;
(5) Criminal Investigator;
(6) Engineer;
(7) IRS Agent;
(8) Program Analyst;
(9) Registered Nurse; and
(10) Social Insurance Representative.

In keeping with the statement from the President's Management Improvement Program that the attraction and retention of the best people are a continuing priority of the administration,[8] a likely source from which to attract the best people would be from among the graduates of highly rated schools in the seven identified curriculums. Ultimately, we surveyed a total of 101 deans and placement officials at colleges and universities nationwide. Since the largest concentration of Federal employment is Metropolitan Washington, DC, this survey included a large sample of schools in the metropolitan area.

Detailed written responses from the 72 college and university deans and placement officials who responded to the MSPB inquiry form the core around which this study is formed. The inquiries were distributed in late 1985 and early 1986. The respondents form a group uniquely qualified to provide informed commentary on the attitudes and experiences of the student bodies within their curriculums. In most cases, the respondents based their observations on the interests and job selection experiences of the class of 1984, although in some cases they referenced the classes of 1985 and 1986 as well.

Although the base data for this report were collected in late 1985 and early 1986, we have found that attitudes change only slowly over time. To confirm the continued validity of our data as much as possible, we conducted a review of current literature and used the most recent salary and employment data available. These more recent data do indeed tend to confirm our findings on the base data.

8 "Management of the United States Government, Fiscal Year 1988," Executive Office of the President, Office of Management and Budget, Washington, DC, pp. 79-81.

The sections which follow discuss the specific findings for each academic curriculum identified. These sections are followed by a discussion of the overall patterns which emerge from the findings.

ENGINEERING

Over the 20-year period ending in 1985, the number of engineers (all disciplines at all grades) employed by the Federal Government increased by 50 percent to approximately 103,000.[9] The number grew by 7,000 in just the 2-year period 1983 to 1985.[10] In 1985 the six most populous Federal engineering disciplines, and the number of new entry-level hires in each, were as shown in table 1.

TABLE 1

1985 Federal Hiring in the 6 Most Populous Engineering Disciplines

Engineering Field	Total Number in Field (All Grades)	Number Entry-Level Hires in FY 1985
Electronics engineers	24,033	1,805
General engineers	19,569	481
Civil engineers	16,775	531
Mechanical engineers	13,583	1,412
Aerospace engineers	8.700	462
Electrical engineers	4,814	301
TOTAL THESE FIELDS	87,474	4,992

9 Charles Levine, op. cit., p. 8.

10 Telephone conversation with Van Yee, OPM, on Oct. 24, 1986.

The Defense agencies[11] employ approximately 70 percent of all Federal engineers; their recruiting activity is proportionately high.

The administration has expressed a strong interest in developing, among other things, a high-technology economic base to reduce our balance of trade deficit; a Strategic Defense Initiative; improved quality weapons systems with greater reliability; and a space capability that interrelates all of these. Consequently, the issue of Federal recruiting of high-caliber engineers would appear to be a major concern.

However, David Bell, Chairman of the Board of Hewlett-Packard Company and a former Deputy Secretary of Defense, testified before the Congress that:

> Defense Department data show that the aptitude scores of newly hired [DOD] scientists and engineers are declining relative to national norms, [and that] [f]aced with problems in recruiting [scientists and engineers], federal agencies often have to choose between accepting a less qualified candidate or leaving a position vacant.[12]

Nine engineering school deans or placement center officials responded to the MSPB survey (see app. A for a list of respondents). Their responses to our survey offer little evidence to dispute Mr. Bell's testimony.

While the officials of the responding engineering schools identified several factors

11 The 1985 figures were: Navy, 30,142; Army, 24,314; Air Force, 13,123; other DOD, 1,707.

12 Prepared statement contained in "1987 National Bureau of Standards Authorization Hearings Before the Subcommittee on Science, Research and Technology of the Committee on Science and Technology, U.S. House of Representatives," Mar. 5, 11, 13, 1986, p. 161.

that they generally agreed contributed to the Federal Government's difficulty in recruiting entry-level engineers, it was not a totally negative picture. Two reported that at least a few Federal agencies had successfully recruited at their schools, at least in selected engineering fields. In addition, while five respondents said their students viewed employment with the Federal Government as somewhat or very undesirable, four others viewed it as somewhat desirable or (in one case) highly desirable. For the most part these attitudes were seen as remaining fairly constant for the 5-year period 1979-84.

These responses suggest that, to some extent, the decision to consider the Federal Government as an employer may be a product of the engineering discipline. For example, in 1984 the job market for civil and aeronautical engineers offered limited opportunities in the private sector, thus favoring Federal agencies with missions and reputations in these areas. Therefore, even as we report on the problems the Federal Government faces in competing for quality graduates, the reader must remember that the Federal Government is not a monolith and the problems are not uniform in scope or effect in all agencies.

None of the respondents, however, viewed the Federal Government's current prospects for attracting entry-level engineering graduates from among the top 25 percent of their classes as "very good" or "good." Four viewed the prospects as "fair"; two as "poor"; and two as "very poor."

Table 2 lists the factors cited by five or more of the nine respondents as reasons why engineering students may or may not be interested in Federal employment.

TABLE 2
Major Factors Affecting Engineering Students' Interest in Federal Employment

Reason To Be Interested

- Job Security

Reasons To Be Not Interested

- Pay
- Public Image of "Bureaucracy"

The nine respondents were unanimous in citing pay as a reason for engineering students not to be interested in Federal employment. Closely allied to this was a perception reportedly held by students that pay disparity continues after a period of employment, generally making the Federal Government less attractive than other employers. The other major disincentive--"public image of the bureaucracy"--was cited by six of the nine officials.

By law, pay setting for Federal positions is to take into account the salaries paid comparable positions in the private sector.[13] This comparison is carried out through the Professional, Administrative, Technical and Clerical (PATC) survey conducted by the U.S. Department of Labor, Bureau of Labor Statistics. As shown in table 3, below, the latest PATC figures covering engineering positions show that salaries paid by the Federal Government are significantly lower than the rates paid in the private sector. It should be noted that the methodology used in the PATC survey has been the subject of debate. However, alternate methods of

13 P.L. 91-656, 84 Stat. 1946, and as amended by P.L. 94-82, 89 Stat. 420.

comparison have also shown Federal pay to be lower than that for comparable private sector jobs, with the size of the "gap" between the Federal and private sector pay varying depending on the approach.[14]

TABLE 3

Average Salaries for Engineers in Selected GS Grades, Compared to PATC Results for Similar Jobs Outside Federal Government (Figures as of March 1987)*

Job/Federal Grade	Average GS Salary (Federal)	Average PATC Salary (Non-Fed.)	Percent Diff.
Engineer, GS-5	$19,303	$28,958	50.0
Engineer, GS-7	$23,956	$32,295	34.8
Engineer, GS-9	$28,654	$37,235	30.0
Engineer, GS-11	$32,975	$44,360	34.5
Engineer, GS-12	$38,483	$52,698	36.9

* All data were collected as of March 1987. Average Federal salaries include any special rates being paid.

Significant pay disparities were also reported by the General Accounting Office in 1984 when it found that Federal engineers' salaries were 47 percent lower than those in the private sector at the entry level and 25 percent lower at the more experienced level (GS-11).[15]

The pay disparities continue, with the Government combating them with the only weapon currently available to it--special salary rates.

As of January 1988, special salary rates remain in effect for all professional engineering series. These special rates are for GS grades 5 through 12 in all series, and for GS-13 for some series. For mining engineers and petroleum engineers, the special rates are applicable nationwide, and for all other engineering series, the special rates are applicable worldwide. OPM has adjusted rates annually, and in the case of GS-5 and GS-7 (normal entry level for new bachelor's degree engineers) has maintained the rates at the highest level allowed by law for these grades.

On the issue of the image of Federal employment, the following quotes from four different respondents give personal expression to their perceptions:

- In both cases the poor public image of the Federal employee, the undesirable image of being a bureaucrat, and the perceived lesser opportunity for top pay and the chance to develop in a meaningful professional manner left the feeling the Federal Government is not as desirable as an employer as the private sector.

14 For a discussion of the concerns surrounding the Federal pay-setting methodology see U.S. Merit Systems Protection Board, "Report on the Significant Actions of the Office of Personnel Management During 1984-1985," Washington, DC, 1987, pp. 55-66.

15 Prepared statement by David Packard contained in "1987 National Bureau of Standards Authorization Hearings Before the Subcommittee on Science, Research and Technology of the Committee on Science and Technology, U.S. House of Representatives," Mar. 5, 11, 13, 1986, p. 160.

- **While we see some interest among students, many see greater flexibility and job attractions in private industry.**

- **Low starting salaries and a general conception that civil service (including state and local) is dull, slow, and too bureaucratic. Not my opinion but this is what I hear from students.**

- **Private industry is a formidable competitor for highly motivated engineering/computer science students and, particularly in the high tech fields, seems to offer more interesting career opportunities. Students have the impression that starting salaries are better in industry and that the differential continues over several years and adversely affects total potential career income.**

The respondents also gave private employers a recruiting edge over Federal agencies for their ability to:

- Meet desired initial work locations and assignments;
- Use a less cumbersome application and hiring process;
- Make a firm job offer at time of interview;
- Present a perception of better opportunities for personal development in career field; and
- Provide creative/entrepreneurial opportunities.

On a more positive note, when asked which Federal agencies most interested those engineering students who had some interest in Federal employment, four of the nine officials listed NASA and two mentioned the Federal Highway Administration. For both agencies, their research and leadership in their respective fields reportedly helped to compensate for some of the perceived disincentives of Federal employment.

As illustrated by the discussion above, the respondents to our survey perceived the Federal Government to be at a great disadvantage in the recruitment of their engineering students. However, the difficulties faced by Federal agencies in the recruitment of engineers appear to vary somewhat by the competition for a specific engineering specialty, the project or mission for which the engineering students are being recruited, and a number of other factors. There is one clear focus of concern--that the Federal Government is not perceived as offering competitive salaries. This perception is confirmed by the hard evidence available.

When the respondents were asked whether there were ways the Federal Government could improve its recruitment of their college students, eight of the nine said there were and they offered suggestions, all of which fell into two categories--better and more active recruitment and increased salaries. On the first point, one respondent summed it up by stating:

> **Federal agencies must aggressively recruit students. Notice of vacancies and requesting submission of an application will not get the top students to apply.**

Six of the respondents urged Federal agencies to engage in more active recruitment, including on-campus visits, and two of them also suggested that simplification of the hiring process would help. One official, however, disagreed, offering the opinion that, "Pay is the issue--not the method of recruitment."

While Federal agencies that employ entry-level engineers may not be able to do much, individually, about the statutory salary levels, they can and, based on our findings, should at least reexamine their recruitment efforts.

COMPUTER SCIENCE

Unlike the graduates of curriculums such as law or nursing who tend to be almost the sole source of external recruitment for related entry-level Federal occupations, the graduates of a computer science curriculum serve as a significant recruitment source for more than one occupation.

One occupation that of course draws upon computer science graduates is that of computer scientist. Although still modest in numbers of employees, it is a growing occupation in the Federal Government and elsewhere. Computer scientists are involved with basic research and development activities within the computer field. According to the Office of Personnel Management, as of December 31, 1986, there were approximately 2,000 Federal employees classified as computer scientists, up from only about 600 just 5 years earlier. Moreover, 1,110, or over half of those 2,000 employees, held degrees in computer science.

To a lesser degree, computer science graduates also serve as one of the significant recruitment sources for the Government's most populous "computer-related" occupation--computer specialist. Individuals working under this occupational designation carry out a very broad range of assignments and functions within the information resource management field and can qualify for these positions as a graduate of one of several curriculums, including liberal arts. There were 40,122 computer specialists in the Federal Government as of October 31, 1985,[16] the most recent date for which figures were available. Of these, approximately 17,000 hold college degrees, with roughly 3,000 of those degrees awarded in computer science.

The point here is that graduates of a computer science curriculum are a significant source of recruitment--although not the sole source--for the large number of professional positions within the Federal Government in the computer field. However, for a more complete appreciation of the Government's relative ability to attract highly qualified graduates into computer specialist positions, the discussion in this report of the "Liberal Arts" curriculum would also be germane.

Thus, while the perceptions of our respondents are revealing and important, they cannot be applied directly to a single occupation within the Federal Government. Rather, they must be considered the views of some highly rated institutions in this particular academic field. It should also be noted that the thrust of the programs at various institutions is apparently different. Some schools focus on their doctoral programs to prepare those in the forefront of this rapidly expanding field while others focus on the preparation of undergraduates for more technical, operations-oriented roles. By the nature of our selection process, our survey tended to focus on those schools which are oriented to basic research and development.

16 Information obtained from Van Yee, Office of Personnel Management.

Eight computer science school chairmen, directors, or placement officials responded to the MSPB survey (see app. A for a list of respondents).

Similarly to the respondents from the schools of engineering, four respondents reported that their students viewed Federal employment as either somewhat or very undesirable, three respondents said their seniors viewed Federal employment as somewhat desirable, and two of those three also said their graduate students saw Federal employment as somewhat desirable. (One respondent had no judgment to offer.) Further, the officials did not believe there had been any significant change in these attitudes during the period from 1979 through 1984.

In terms of the Government's prospects for actually filling its positions with highly motivated new college graduates from the top 25 percent of their classes, four judged the prospects to be "poor" or "very poor," only three judged them to be "fair," and one had no opinion. None viewed the Government's chances as "good."

Table 4 lists the factors cited by at least four of the eight respondents as reasons why computer science graduates may or may not be interested in Federal employment.

TABLE 4
Major Factors Affecting Computer Science Students' Interest in Federal Employment

<u>Reasons To Be Interested</u>

- Job Security.
- Opportunity to Affect Public Affairs

<u>Reasons To Be Not Interested</u>

- Pay
- Public Image of "Bureaucracy"
- Current Job Market

All eight officials were unanimous in their view that the public image of bureaucracy was a reason their students might be dissuaded from Federal employment. The next most frequently cited reason for being either interested or not interested in Federal employment was pay--six of the respondents said it was a reason not to be interested.

While the previously mentioned PATC survey does not gather comparative salary information for computer scientists, per se, it does gather data on the computer specialist position. The results, shown in table 5, provide some indication that there is a pay disparity.

TABLE 5

Average Salaries for Computer Specialist in Selected GS Grades, Compared to PATC Results for Similar Jobs Outside Federal Government (Figures as of March 1987)

Job/Federal Grade	Average GS Salary (Federal)	Average PATC Salary (Non-Fed.)	Percent Diff.
Computer Spec., GS-5	$16,264	$21,398	31.6
Computer Spec., GS-7	$19,453	$25,056	28.8
Computer Spec., GS-9	$23,701	$30,320	27.9
Computer Spec., GS-11	$29,685	$36,422	22.7

One possible expectation of students from these schools is illustrated by a respondent who commented:

> Students in high technology fields have many opportunities, quite a few in start-up companies that may make them millionaires. The Federal Government does not appear to have similar opportunities in these areas.

Another respondent simply noted, as a reason why Federal employment is somewhat unattractive, the following: "Pay is low, lots of arbitrary rules, budget cuts, etc."

With these views, it is not surprising that officials of the eight computer science schools responding to our survey did not find the Federal Government to be a particularly desirable employer.

Once again, however, the picture is not entirely bleak. As one respondent noted:

> Although students at the B.S. and graduate levels do not seek Federal government positions as actively as private sector positions, there is interest. However, the recruitment efforts of Federal agencies* * *are not as visible as those of private sector employers. As well, students tend to look at the differences in starting salaries as a negative* * *. The recruitment effort could benefit from more printed information, from informational meetings and student exposure to co-op or summer jobs.

At least one other official pointed out that opportunities which may be available in the Federal Government are not well known to their students. Two other respondents commented that the Federal Government does not actively recruit their students. One commented that students relate to visible, attractive opportunities and that the Federal Government's opportunities are not always visible to the students. These comments provide evidence of a widespread lack of knowledge of career opportunities within the Federal Government and would appear to reflect the lack of active efforts by many Federal agencies to bring the availability of career opportunities to the attention of the students.

Once again, therefore, while pay remains an issue that needs to be addressed centrally within the Government, individual Federal agencies are in a position to take action on at least part of the problem--lack of job information and active recruiting on college campuses.

LAW

As of October 31, 1985, there were 17,796 general attorneys employed by the Federal Government engaged in a wide variety of pursuits. This compares with a total of 17,268 in this occupation on October 31, 1980, reflecting a very stable employment level.

The eight law school deans and placement office directors who responded to the Board's inquiry (see app. A) were more mixed in the perceptions they provided than their counterparts in schools of engineering or computer science. This would appear to reflect greater diversity of attitudes among their student bodies and, possibly, greater diversity and volatility in the job market for new law school graduates.

Apparently because of the availability of data, one respondent reported on the perceptions and experiences of the class of 1985, one on the class of 1986, and the others on the class of 1984. It is notable that none of the respondents perceived the Federal Government to be an "undesirable" employer. Instead, for their more recent classes, four respondents said the Government was "neither desirable nor undesirable," while three perceived it to be "somewhat desirable," and one saw the Government as a "highly desirable" employer.

Similarly, looking back on the class of 1979, two respondents found the Federal Government "neither desirable nor undesirable" as a potential employer, two judged it "somewhat desirable," and two found it to be "highly desirable" (two were unable to offer opinions on the class of 1979).

Slightly more mixed but generally positive were the respondents' respective judgments as to the Government's prospects for filling its entry-level legal positions with graduates from the top 25 percent of their classes. One respondent said the prospects were "very good," three judged them to be "good," one said they were "fair," and only one believed the Government's chances were "poor."

To obtain a better understanding of the possible motivations of new law school graduates, the responding officials of the various schools were asked to list the reasons why their students may or may not be interested in Federal employment. Table 6 lists the factors cited by four or more of the eight respondents.

TABLE 6
Major Factors Affecting Law Students' Interest in Federal Employment

<u>Reasons To Be Interested</u>

- Job Security
- Opportunity to Affect Public Affairs
- Opportunity for Advancement

<u>Reasons To Be Not Interested</u>

- Pay
- Public Image of "Bureaucracy"
- Opportunity for Advancement
- Current Job Market

The most frequently cited (by seven of the eight respondents) factor influencing

students' interest positively was the "opportunity to have an impact on public affairs." As one respondent noted:

> The students had an opportunity when registering with the Placement Office to select not particular agencies but rather areas of the law. Those areas most often selected (and more than one could be noted) were: civil rights, environment, criminal, education, economic development, health, minorities, women rights, housing and labor.

It would appear that the nature of the work done by Federal attorneys is a drawing card in the eyes of many recent law school graduates. The nature of the work alone, however, is not always seen as sufficient. The most frequently cited (by six of the eight respondents) negative factor influencing student perceptions was pay. In the words of one law school official:

> Our students commitment to public service is long-standing and continues in spite of the reduced level of Federal Government recruiting of current third-year students and recent graduates* * *. The fact that this commitment does not always result in government employment is a function of the debt burden many students have when they graduate, rather than a function of a belief that government employment is somehow less desirable.

As shown in table 7, according to the most recent PATC survey results available, the average pay gap between private and public sector employment can be considerable.

TABLE 7
Average Salaries for Attorneys in Selected GS Grades, Compared to PATC Results for Similar Jobs Outside Federal Government
(Figures as of March 1987)

Job/Federal Grade	Average GS Salary (Federal)	Average PATC Salary (Non-Fed.)	Percent Diff.
Attorney, GS-9	$23,250	$32,022	37.7
Attorney, GS-11	$28,012	$41,319	47.5
Attorney, GS-12	$34,858	$52,158	49.6
Attorney, GS-13	$42,531	$65,944	55.1

The Wall Street Journal reported recently[17] that the average beginning salaries for new associates (new graduates) in law firms had reached $33,000 in 1987. By comparison, in the Federal Government, the typical starting rate is GS-9 or its equivalent, $22,458. In major cities, large prestigious firms pay even higher starting salaries. The Wall Street Journal reported that in 1987 the top salary paid for new associate attorneys in New York City was $65,000. A recent article in the ABA Journal[18] reported that some New York law firms have set salaries for new associates in 1988 at $71,000. Thus, it is not surprising that six of the eight respondents pointed to pay as a "reason to be not interested" in employment

17 Wall Street Journal, Aug. 18, 1987.

18 "Associates' Pay at $71,000," ABA Journal, Jan. 1, 1988, p. 17.

in the Federal Government. Of course, only a small percentage of law school graduates may be able to command the top salaries, but those salaries nonetheless create a mind set in the perceptions of students.

One result of the perceived pay disparity which may not be immediately apparent is the use of the Government as a training ground and stepping stone. As one respondent noted:

> There is a small group of law students who view Federal employment, especially in Washington, as their favored and highly desired option.* * *Other students view Federal employment as a viable option if they do not receive an offer from the private law firm of their choice. A further few take government positions for their training and development of expertise value, with lateral entry into the private market as their goal.

Another respondent, commenting on a perception that there had been a slight decline in student interest in Federal employment since 1979, noted that:

> The major discernible difference in students' attitudes then and now relates again to debt burden. In 1979, tuition was lower and one's academic debts did not loom quite as large in relation to the salary in one's first job as they do today.

The pay issue notwithstanding, attorneys still appear to be one occupational group where the Government's ability to compete for high-quality graduates should be at least reasonable if not better. As two different respondents noted:

- Attorney positions with many departments and agencies continue to be in very high demand at a time when the number of Federal positions for lawyers is declining and the number of law school graduates remains relatively constant. As a result, those jobs which are available are very competitive.

- There are enough highly motivated law students from around the country to satisfy the government's attorney hiring needs.

In this occupation, perhaps more than most, some Federal agencies appear to be their own worst enemy in their ability to compete for top legal talent. Reported recruiting practices work to their disadvantage. In the words of three different respondents:

- For law students, the government would do much better if they timed their recruitment to coincide with the private sector. Probably 75 percent of our students have jobs by December 15th of their senior year.

- Having the opportunity to meet with employers on-campus is very helpful to students interested in working with various agencies. Employers who don't visit the campus still will receive students' applications, but these employers are not usually as visible and generally don't receive the same kind of response as those who interview on campus.* * *I do not perceive an "anti-government" bias, which would act to discourage students from applying. Employment with the Federal Government is seen, however, as difficult to learn about--perhaps because of the overall complexity of the government, and because of the various application deadlines and procedures in effect.

- * * *during our Early Interview Week program in 1984, 260 organizations interviewed at the Law School. Only one was a Federal agency. In 1985, 282 organizations participated; two Federal agencies were represented.

Based on the perceptions of our respondents, therefore, it would appear that while pay is one issue in the Government's ability to hire highly qualified attorneys at

the entry level, perhaps an even larger consideration is the level of outreach and recruitment activity on the part of the hiring agencies.

NURSING

There are over 39,000 nurses in the Federal Government, with 95 percent of them working in 3 agencies or departments.[19] These agencies have something in common with their private sector counterparts--they are all experiencing difficulty in attracting and retaining nurses.[20]

One has only to read the daily newspapers to be aware of the innovative recruiting and retention strategies private industry hospitals are applying.[21] In this environment, where significant difficulties in recruiting are an acknowledged fact of life, how do Federal efforts and initiatives to attract high quality graduates compare? This matter of concern has been addressed in Congress where the Senate Finance Committee's Subcommittee on Health has held hearings addressing this concern.[22]

Deans from nine major schools of nursing responded to the Board's survey (see app. A for a list of respondents). The survey reveals two consistent factors which influence whether graduating college students even begin to consider the Federal Government as a potential employer. Foremost is an awareness of job opportunities. Additionally, there must be some incentives such as salary or working conditions which make Government nursing at least as attractive as nursing in other sectors.

For many of the nursing students who are aware of the opportunities in the Federal Government, however, the Government is viewed favorably. For undergraduates in their nursing programs, only one of our respondents said that the Government was seen as an undesirable employer. Five of the nine officials, on the other hand, saw the Government as a highly or very desirable employer. The other three respondents either had no opinion or reported that the Government was seen as neither desirable or undesirable. A similar response pattern existed for graduate students in nursing curriculums. Moreover, the Government's image as an employer was seen to have improved slightly during the 5-year period 1979 through 1984.

One result of this improved image is that five of the nine respondents to the Board's survey felt that the Government's prospects for attracting nursing school graduates from the top 25 percent of their class were "good" or "very good." Two said that the prospects

19 As of October 1985, the Federal agencies employing the greatest number of nurses were: Veterans Administration, 31,707; Department of Health and Human Services, 2,866; and Department of Army, 2,523. (Source: Staff member, OPM, Office of Workforce Information.)

20 For a discussion of the impact of declining enrollments in nursing schools, see "Fed Up, Fearful, and Frazzled," Time, Mar. 14, 1988, pp. 77-78.

21 A Mar. 24, 1987, article in the Washington Post ("Shortage Leaves Area Hospitals Scrambling for Nurses") describes how the employment manager for a DC-area hospital recently spent 1 week in the Philippines trying to attract experienced nurses for Washington jobs.

22 Hearing before the Subcommittee on Health of the Senate Finance Committee, Oct. 30, 1987.

were "fair," and only one of the nine respondents felt that the Government's chances of attracting some of the best students were "poor." (One respondent expressed no opinion on this matter.)

Table 8 lists the factors cited by five or more of the nine respondents as reasons why nursing students may or may not be interested in Federal employment.

TABLE 8
Major Factors Affecting Nursing Students' Interest in Federal Employment

Reasons To Be Interested

- Pay
- Job Security
- Opportunity to Affect Public Affairs
- Opportunity for Advancement
- Current Job Market

Reason To Be Not Interested

- Public Image of "Bureaucracy"

The most recent PATC survey data lend support to the perception that, for nursing unlike a number of other occupational areas, pay is perceived to be a reason to be interested in Government employment (or, at worst, was seen as exerting no influence). Table 9 illustrates that Government salaries are rated as close to or even better than private sector salaries for nurses.

TABLE 9
Average Salaries for Registered Nurse in Selected GS Grades, Compared to PATC Results for Similar Jobs Outside Federal Government
(Figures as of March 1987)

Job/Federal Grade	Average GS Salary (Federal)	Average PATC Salary (Non-Fed.)	Percent Diff.
Nurse, GS-7	$20,079	$21,012	4.7
Nurse, GS-9	$26,045	$24,127	-7.4
Nurse, GS-11	$30,345	$31,216	2.9
Nurse, GS-12	$35,752	$34,383	-3.8

It would appear, therefore, that while the Government is currently competitive in the salaries being offered to nurses, it is, like the private sector, affected by the laws of supply and demand. In this case, the demand is simply greater than the supply. (While it is interesting to speculate as to why salaries have not already significantly increased in the private sector under these conditions, that analysis is beyond the scope of this particular report.)

Based on these findings, therefore, a large part of the task for Federal recruiters is to examine how they recruit; whether nursing school graduates are aware of the opportunities in the Federal Government; and whether the benefits and conditions of Federal employment can be attractively packaged.

Awareness of the Federal Government as an employer is certainly in some ways related to physical proximity. As noted by one of the respondents:

> In Washington, DC, it is difficult to ignore the Federal Government. The military nurse corps are well represented in our student body. Undergraduates and graduate students have clinical experiences at military, Veterans [hospitals] and the NIH [National Institutes of Health].

While physical proximity is a great aid to recruitment efforts, there is still a need to make the opportunities more visible to potential candidates. One of the principal means to increase visibility is through on-campus recruitment. The respondents to our survey indicate that there are few recruitment initiatives by Federal agencies. Most of our respondents are unaware of any level of Federal recruiting activity at their schools.

A notable exception is the recruitment programs of the armed services for the military nurse corps. Reportedly, the military services are getting the attention of nursing schools by sending representatives on recruiting trips as well as providing literature about their programs. One of our respondents commented that, "the military does the most effective marketing and recruitment."

Six of our eight respondents recommend various ways to improve the way the Federal Government recruits college students; five of them focus on more and better information. The recommendations include: sending colleges more information about Federal departments and agencies which hire nurses; providing information on Federal benefits and salaries; providing personal contact points; and contacting college chairpersons to arrange personal contact time with interested students. One respondent suggested that agencies begin contacts earlier, for example by aiming at college juniors instead of waiting to make initial contacts in students' senior years.

In addition to increased recruiting efforts with a greater focus, many of the respondents recommend improvements related to scholarships and loans in exchange for selecting the Federal Government as an employer. This idea, in fact, is a strategy already being implemented by the Veterans Administration (VA) in its attempt to remain a competitive employer.

The Veterans Administration Health Professional Scholarship Program is one effort on the part of the Federal Government's largest employer of nurses to assist in providing an adequate supply of professional nurses. The scholarship program, based on legislation passed in 1980, is scheduled to run until 1992, when the final awards under the program will be made. (This program was cited by some respondents as a reason for enhanced awareness and interest in Federal nursing jobs.) The scholarship awards are for a maximum of 2 years and include tuition and fees, reasonable educational expenses, and a monthly stipend, all exempt from Federal taxation. In exchange for this financial support, the scholarship recipient incurs a service obligation as a full-time registered nurse employed by VA for a minimum of 2 years after degree completion and licensure.

Understandably, competition is keen for these VA scholarships. In 1985, the last period when awards were made, the VA received 2,300 eligible applications, from which it selected 230 to receive scholarships.

(Although rates vary, overall VA retention of nurses after their obligatory 2-year service period is well over 50 percent.)[23]

Should private sector salaries significantly increase in the near future, that could pose additional problems for Federal agencies. It is worth noting that the three Federal agencies who employ large numbers of nurses are already exploring or using a number of pay-fixing strategies to stay competitive with beginning salaries in the private sector. Many nurses covered under the General Schedule (GS) pay plan are paid under the same basic pay schedule as that of other white-collar Federal employees, with OPM authorizing higher minimum salary rates for localities where the basic GS rates have not enabled the Government to compete with non-Federal employers for well-qualified nurses.

Although some nurses are paid under the General Schedule, there have been separate pay systems established for others. The largest of these is in the Veterans Administration and covers nurses who work for the VA's Department of Medicine and Surgery (veterans hospitals and outpatient clinics). This pay system provides for somewhat higher starting salaries for new baccalaureate-level nurses than those paid under the General Schedule. In addition, the Veterans Administration may establish special salary rates at various locations or within designated geographic areas to correct inequitable salary situations. In addition to the VA's separate pay system, the Clinical Center of the National Institutes of Health has recently implemented yet another pay system (referred to as GN) which is designed to allow their nurses' salaries to be more competitive with those of other local employers. These separate pay systems and the special rates authorized have helped the Federal Government remain in a more competitive position for nurses than for certain other occupations.

Since it was expected that faculty members with whom students came into contact would be a source of career advice, we asked our respondents what advice they gave students about whether they should seek employment with the Federal Government. One respondent took the approach of offering no advice, while five others saw their roles as presenting only written material they had on hand with no recommendations, preferring that students make the choice solely on their own. Yet another respondent, believing that Federal salary and employee benefits are excellent and opportunities are greater than in the private sector, actively advises students to pursue Federal careers.

Significant pressures will remain into the future. Clearly the 1990's will be a "sellers market" for nurses. Enrollment in college nursing programs is dropping so that there will be even fewer graduating seniors in the hiring pool. Additionally, nursing has been a major professional field for women. With greater opportunities open in other professions, women have increasingly entered these other areas.[24]
The private sector is experimenting with all types of strategies to keep nursing jobs filled, ranging from media campaigns aimed at encouraging 12- to 14-year-olds in the United States to consider nursing as a

23 Source: Interview with Gertrude Keough, Director, VA Health Professional Scholarship Program.

24 In 1984, there were nearly 1.5 million registered nurses employed nationwide, of which 96.7 percent were female. (Source: ANA Registered Nurse Fact Sheet.)

profession, to innovative restructuring of the occupation of nursing.

It is evident that Federal agencies will need to use a number of strategies to keep their nursing ranks filled, and chief among these strategies will be ones to attract high-quality graduates who will be needed to provide the leadership within the Federal Government to meet the challenges of nursing in the years to come.

ACCOUNTING

Between 1979 and 1983 the number of accountants (including auditors) employed by the Federal Government fell slightly. Between 1983 and 1985 the numbers then rose, surpassing the 1979 figures. The actual figures are shown below in table 10:

TABLE 10
Federal Employment of Accountants
(Including Auditors)
1979 - 1983 - 1985

1979	1983	1985
23,427	21,748	23,633

In 1985 the agencies employing the largest numbers of accountants/auditors were the Department of Defense, the Department of the Treasury, and the Department of Health and Human Services. Employment figures for these agencies in 1985 are shown in table 11.

TABLE 11
Numbers of Accountants (Including Auditors) in 1985 at All Grades in the Federal Agencies Employing the Largest Numbers of People in These Fields

Agency	Accountants	Auditors
Army	2,393	1,617
Air Force	1,320	602
Navy	1,084	970
Health and Human Services	572	734
Defense Logistics Agency	358	116
All other Defense Agencies	146	4,225

In 1985 the Federal Government hired 107 GS-5, and 105 GS-7, accountants. (These constitute "entry-level" grades for Federal white-collar professional jobs.) In the same year, Federal agencies hired 154 GS-5, and 583 GS-7, auditors. These total 949, a figure higher than the 768 aggregate for comparable hiring from October 1979 through September 1980.[25]

This information clearly shows an increase in the number of new hires and in the overall number of Government auditors and accountants. At the same time that their numbers have been on the increase, the

25 These employment figures and those in the preceding paragraphs were provided by the Office of Personnel Management.

compensation levels in the Federal Government have been declining in comparison to those in the private sector.

Seven representatives from various schools of accounting (see app. A for a list of respondents) responded to the Board's inquiry. All seven listed pay as a reason for their students to be not interested in Federal employment. Table 12 list the factors which the respondents, by consensus, saw as reasons why accounting students would not be interested in Federal employment.

TABLE 12
Major Factors Affecting Accounting Students' Interest in Federal Employment

Reason To Be Interested

- Opportunity to Affect Public Affairs

Reasons To Be Not Interested

- Public Image of "Bureaucracy"
- Pay

Table 13 displays the latest PATC survey data for accountants and auditors. It suggests that the entry-level rates paid by the Federal Government are significantly lower than the rates paid in the private sector and lends support to the perceptions of our respondents.

TABLE 13
Average Salaries for Accountants and Auditors in Selected GS Grades, Compared to PATC Results for Similar Jobs Outside Federal Government
(Figures as of March 1987)

Job/Federal Grade	Average GS Salary (Federal)	Average PATC Salary (Non-Fed.)	Percent Diff.
Accountant, GS-5	$16,001	$21,527	34.5
Auditor, GS-5	$15,224	$22,354	46.8
Accountant, GS-7	$19,577	$25,984	32.7
Auditor, GS-7	$18,746	$27,007	44.1
Accountant, GS-9	$23,839	$32,074	34.5
Auditor, GS-9	$23,259	$33,302	43.2

Despite these apparent salary differences, special salary rates for accountants and auditors have not been authorized by OPM (or its predecessor, the Civil Service Commission) in the last 10 years.

Those accounting schools responding to our survey reported that, with the exceptions of the Internal Revenue Service and the General Accounting Office, Federal agencies did no on-campus recruiting of their seniors and graduate students.

A number of the narrative comments suggested ways in which Federal agencies

could improve on-campus recruiting. Most, but not all, of these suggestions were within the authority currently possessed by Federal agencies. The suggestions included:

- Providing the schools clear, precise information and forms explaining the Federal recruiting process;
- Conducting information visits in advance of actual recruiting visits;
- Aggressively recruiting annually on campus (simply sending notices inviting students to apply for vacancies is inadequate);
- Stressing the pay growth potential and the value of fringe benefits as part of the total compensation package offered by the Federal Government to counter the higher starting pay offered by many private employers;
- Establishing a procedure that will permit multiple-agency consideration of a single resume or application, rather than requiring a separate form or set of forms for each potential Federal employer.

As has been noted for the graduates of the curriculums previously discussed, while pay remains a factor in the Government's ability to recruit its fair share of high-quality graduates, most Federal agencies can also make a difference through increased recruitment efforts, especially those using personal outreach.

LIBERAL ARTS

For many of the 10 occupations which we listed earlier in this report, a specific college curriculum (e.g., engineering or nursing) is required for entrance into the occupation. However, there are several other occupations which are not definitively linked in this way. For Federal jobs in these occupations (e.g., program analyst, contract specialist, social insurance representative, and criminal investigator) the pool of applicants historically has included a significant percentage of graduates of liberal arts colleges (or college programs which train students in general versus technical or professional skills) and those in public administration curriculums.

For insights on the views of students in liberal arts curriculums, we received responses from placement directors at 16 different colleges and universities from around the country. They offer a variety of specific observations but some general trends emerge.

Regarding the desirability of the Government as an employer, only one respondent said that the Government was seen as "somewhat undesirable." Six respondents, by contrast, said their students regarded the Government as a "somewhat desirable" employer, and one said it was a "highly desirable" employer. Six said their students viewed the Government as "neither desirable nor undesirable" and two respondents offered no opinion.

On a related question on the Government's prospects for filling its entry-level professional positions with highly motivated

new graduates from the top 25 percent of their classes, the results were almost evenly divided on the positive and negative side, with some slight variation depending on the occupation being discussed. For example, when asked about the Government's chances of attracting graduates into contract/procurement positions (very important positions given the billions of dollars spent through Government contracts yearly), three respondents thought the prospects were "good," three suggested they were "fair," another three said they were "poor," while one thought they were "very poor" (the remaining six offered no opinion).

Of course, a number of factors may influence the Government's ability to attract some of the top graduates from the various schools, including geographic location. What our findings and common sense suggest is that the Government's ability to successfully recruit highly qualified candidates from liberal arts curriculums varies depending upon the jobs and the location. Obviously, recruitment strategies need to remain flexible and should be periodically adjusted based on results.

The greatest agreement among the respondents was in reply to the Board's question regarding reasons students were interested or not interested in Federal employment. Table 14 lists the factors cited by 8 or more of the 16 respondents to the Board's survey as reasons why liberal arts students may or may not be interested in Federal employment.

TABLE 14
Major Factors Affecting Liberal Arts Students' Interest in Federal Employment

<u>Reasons To Be Interested</u>

- Security
- Opportunity to Affect Public Affairs

<u>Reasons To Be Not Interested</u>

- Public Image of "Bureaucracy"
- Pay
- Current Job Market

Twelve of the sixteen respondents cited the "opportunity to affect public affairs" as a reason for their students to be interested in Government employment. On the opposite side, 12 also cited the "public image of 'bureaucracy'" as a reason to be not interested--making these the two most frequently cited reasons.

None of the respondents thought pay was a reason to be interested in the Government while nine thought it was a reason not to be interested. Since graduates of liberal arts curriculums qualify for a wide variety of occupations, it is difficult to apply one salary comparison. As one possible indicator, however, table 15 provides the latest PATC survey data for the previously mentioned position of contract/procurement specialist.

TABLE 15
Average Salaries for Contract Specialists in Selected GS Grades, Compared to PATC Results for Similar Jobs Outside Federal Government
(Figures as of March 1987)

Job/Federal Grade	Average GS Salary (Federal)	Average PATC Salary (Non-Fed.)	Percent Diff.
Contract Spec., GS-5	$16,357	$21,779	33.2
Contract Spec., GS-7	$19,360	$27,184	40.4
Contract Spec., GS-9	$23,721	$34,818	46.8
Contract Spec., GS-11	$29,341	$42,772	45.8

In addition to any salary concerns some liberal arts students have, it may also be more difficult for them to find or "target" an appropriate Federal job compared to students in the previously discussed curriculums. This is simply because there is a much wider variety of occupations in which they may be interested, and the recruitment process is less clear cut for many of these occupations compared to engineers, nurses, or accountants, for example.

Until a few years ago, many graduating seniors in a liberal arts curriculum could, in effect, apply for a broad range of entry-level Federal jobs by competing through one centralized examination--the Professional and Administrative Career Examination (PACE). Abolition of the PACE in 1982, as part of a consent decree, changed the process significantly.[26] According to Curtis Smith, Associate Director for Career Entry at the U.S. Office of Personnel Management:

> Applying for a Federal job has become more complicated since the Professional and Administrative Career Examination (PACE) was abolished.[27]

Since then, individualized examinations or alternative recruitment and hiring procedures have been established. While these procedures provide greater flexibility for Federal agencies to engage in more active and responsive recruitment efforts, they also increase the individual agency's responsibility to identify its own recruitment sources.

Eight of the sixteen placement and career planning officials from liberal arts colleges who responded to the Board's inquiry volunteered comments to some degree on this change in the recruitment process and the greater fragmentation which resulted.

Adding to this confusion was a perceived dearth of comprehensive Federal employment information. According to one respondent:

26 For a complete discussion of the circumstances under which PACE was abolished and the procedures which replaced it, see U.S. Merit Systems Protection Board, "In Search of Merit: Hiring Entry-Level Federal Employees," Washington, DC, September 1987.

27 As quoted in "Shunning the Job-Hunt Maze; Civil Service Loses Career Appeal for Recent College Graduates," the Washington Post, Aug. 27, 1986, p. A-17."

> (formerly) there was excellent literature available on Federal jobs, and we had extensive files on each Government agency.* * *(T)hese materials have almost totally dried up, and we have little current literature that explains the job opportunities.

As mentioned under the "conclusions" section in this report, however, there are some encouraging signs that some of the problems discussed herein have been recognized by the Office of Personnel Management and some other agencies and some efforts are being made to address those problems.

For the most part, agencies in which some liberal arts students are perceived to have high interest are in the intelligence and foreign affairs fields--National Security Agency (NSA), Central Intelligence Agency (CIA),[28] and the State Department. Nine of the respondents to our survey also reported regular or recurring campus recruitment activity by these same organizations. As for other Federal agencies, the reported activity appears less consistent and limited so that few are mentioned by more than one school. There are some agencies which make an appearance at selected college campuses (the Bureau of Labor Statistics is cited by one Placement Director as "notably efficient" in its recruitment activities), but, by and large, the consensus among all respondents was that relatively few agencies were actively recruiting on their campuses.

What do college placement and career planning personnel believe the Federal Government needs to do to improve its efforts to attract and hire bright, promising college graduates? Most of what they recommend concerns the quality of the recruitment effort as it relates to the information itself and the presentation of that information. Again, as noted later in this report, there does appear to be some movement in the Federal Government, and specifically in the Office of Personnel Management, to address this issue.

Almost to a person, placement officials say that more and better information is needed. Information should be clearly and attractively presented and describe how a student applies for a job. Virtually all respondents point out that on-campus visits are a necessary part of a recruitment program and in the words of one, "Those agencies who recruit always find student interest."

PUBLIC ADMINISTRATION

Schools of public affairs and administration within our universities and colleges have long been a prime recruiting source for high-quality entry-level Federal employees. By the very fact that they have selected public administration as a curriculum, students have indicated a predisposition toward government employment. However, as noted in the introduction, the declining interest of students in Federal Government careers (and in public administration curriculums) has diminished the role of the universities as a principal source of candidates to provide the Federal Government with its future work force.

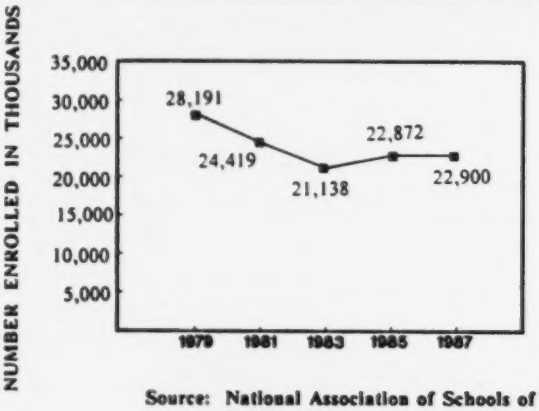
28 Positions in the CIA and the NSA are generally not in the competitive civil service; i.e., the rules requiring open competitive examinations for testing applicants for appointment do not apply.

Fifteen officials from various schools of public administration responded to the Board's inquiry (see app. A for a list of respondents).

As might be anticipated, 10 of the 15 respondents said their students viewed the Federal Government as a "somewhat" or "highly desirable" potential employer. Three of the fifteen, however, thought the Federal Government was seen as a "somewhat" or "very undesirable" employer, and two said they did not know. There did not appear to be any significant shift in attitudes from 1979 to 1984 according to the respondents.

In the unique case of public administration students, however, their views toward the Government may not tell the whole story since there is presumably self-selection among students by their decision to enroll in a public administration curriculum in the first place. In this regard, we note that during the period of time covered by our study, there is a concurrent trend of declining enrollments in public administration and public policy programs. As shown by the trend line in figure 1, the number of master's degree enrollments in institutions affiliated with the National Association of Schools of Public Affairs and Administration (NASPAA)[29] dropped by more than 5,000 (19 percent) from 1979 to 1987.

FIGURE 1. DECLINE IN NUMBER OF MASTER'S DEGREE ENROLLMENTS IN NASPAA SCHOOLS*



Source: National Association of Schools of Public Affairs and Administration, April 1988

*The data for 1987 are preliminary since all of the NASPAA affiliated schools had not responded at the time this report was prepared. We would also note that enrollments climbed from 10,975 in 1973 to a peak of 28,191 in 1979.

Even among students in a public administration curriculum, of course, the Federal Government still must compete with other employers including the much larger collection of State and local governments. In fact, data collected by NASPAA shows that a high of 19 percent of public administration graduates entered Federal service in 1979. By 1985 this had dropped to 16 percent.[30]

When the respondents were asked to judge the Government's prospects for filling relevant positions with highly motivated new graduates from the top 25 percent of their classes, the responses varied a bit by occupation but tended to fall into at least the "fair" and more often the "good" range (although none were in the "very good" range). For example, for program analyst positions, six respondents said the

29 The National Association of Schools of Public Affairs and Administration is the administrative organization for about 90 percent of the schools with graduate programs in public affairs and administration.

30 Information provided by Sally Ehrle of NASPAA.

Government's chances of attracting a top graduate were "good," four said the chances were "fair," and two thought they were poor (three respondents gave no opinion).

Table 16 lists the factors cited by 8 or more of the 15 respondents to the Board's survey as reasons why public administration students may or may not be interested in Federal employment.

TABLE 16
Major Factors Affecting Public Administration Students' Interest in Federal Employment

Reasons To Be Interested

- Job Security
- Opportunity to Affect Public Affairs
- Opportunity for Advancement

Reasons To Be Not Interested

- Public Image of "Bureaucracy"
- Public Image of Federal Employees
- Current Job Market

Unlike the other curriculums which we surveyed, the respondents in the public administration field were more neutral on the issue of pay. A total of 5 of 15 respondents saw pay as a reason for their students to be not interested in Federal employment, and 6 said that it is a reason to be interested. Since graduates of public administration programs qualify in a large number of Federal occupations, there are no directly comparable PATC data to test the validity of the perceptions.

However, for this particular student body at least, there are, on the average, more compelling considerations that affect their perceptions of Federal employment. In this regard, we note that all 15 respondents cite the "Public Image of 'Bureaucracy'" and (unique among the 7 curriculums surveyed) 11 out of 15 cite the more specific "Public Image of Federal Employees" as a reason why their students may not be interested in the Federal Government. The prevalence of this perception among students who have demonstrated a significant interest in the field of public administration is unfortunate. According to two different respondents:

- Tone of political and public opinion regarding Federal service is poor. Government agencies appear to be seen as objects of sharp, often derisive criticism. [There is a] climate of hiring freezes, RIF, constraints of programs, and declining budgets, i.e., unstable future. Interesting action is now at state level.

- Many elected officials in Washington constantly berate and malign Federal bureaucrats. That has a definite impact on the attitudes of young people choosing a career in the public service. More and more are looking at state, county, and local government.

To obtain more direct information on students in public administration curriculums and to determine if there may have been any shifts in attitudes since the original data were collected, the Board sponsored a direct telephone survey of 50 graduate students in 5 well-known public affairs and administration programs in the fall of 1987.[31] While that survey polled graduate students directly and did not include all of the schools included in the

31 Karen Maskara, "Attracting the Best and the Brightest: The future of The Federal Civil Service," unpublished internship study for the U.S. Merit Systems Protection Board, Washington, DC.

earlier survey, the results were very consistent with our other findings.

The 1987 survey of graduate students revealed that only 38 percent of those surveyed were interested in careers with the Federal Government. It also suggested that the private sector was viewed as offering more power and prestige than the Federal Government. Considering that master's degree programs in public affairs and administration are designed specifically to prepare students for careers in the public sector, the low level of interest in Federal careers found in that survey reinforces the perceptions of the deans, directors, and college placement officials who responded to the Board's broader survey.

There was a very strong belief among the college and university officials that proactive recruiting methods must be used by Federal agencies to compete with private sector companies for graduates of public administration programs. Agencies are not providing basic information on job opportunities according to our respondents, let alone using really proactive techniques. What may be needed are such techniques as sending articulate recruiters to communicate directly with students about Federal employment.

Ten of the fifteen respondents suggested that agencies provide more information on job opportunities. In the words of one respondent who suggested that the Government increase its on-campus recruitment:

> Some agencies must come to realise there is life west of the Potomac.

According to another respondent:

> Any (recruitment) action by the Federal Government would be an improvement. The lack of a proactive effort is interpreted by many at the university that there are no opportunities.* * *We hear very little of opportunities. The only thing we have been able to do is to encourage application for the Presidential Management Intern program or [tell students to] fill out the forms and wait."

According to yet two other respondents offering suggestions on how the Government could improve its recruitment:

- Return to the intentions of the decentralised hiring authorities envisioned by OPM under Director Campbell, encouraging each agency or department to do better man (woman) power planning; plan recruiting; be able to make offers and hire expeditiously.

- I don't think the Federal Government is competing with other organisations for the top students in the field.* * *This lack of action on the part of the Federal Government* * *makes it difficult to encourage [students] to seek government employment.

CONCLUSIONS

Our survey of knowledgeable officials representing seven academic curriculums in a variety of highly rated colleges and universities across the nation reveals at once a remarkable similarity of concerns and a rich diversity of opinions and perceptions pertaining to those concerns. The diversity of perceptions and opinions highlights the complexity of the issues underlying the Federal Government's ability or inability to be competitive in the arena of college recruiting. To generalize too broadly about the problems discussed in this report is to

run the risk of stereotyping and developing a "one size fits all" set of solutions when what may be needed is a carefully coordinated tailoring of solutions to the unique needs of the various occupations and agencies.

The nature of our inquiry does not allow us to extrapolate our findings to all of the schools with programs in these disciplines. However, the pattern of the responses which we received suggests that the concerns encompass a far broader group of colleges and universities than the ones which we surveyed.

There is little disagreement that the Federal Government needs to be concerned about its ability to attract its share of well-qualified new college graduates. According to a recent statement by Constance Horner, Director of the Office of Personnel Management:

> We are coming into a period of labor shortage because of the end of the baby boom. In the next 10 years, the Federal Government is going to have to compete as it never has before.[32]

There is also little disagreement that some of the problems or recruitment obstacles outlined in this report actually exist. For example, 42 of the 72 respondents to the Board's inquiry cite pay as a reason for students to be "not interested" in employment with the Federal Government. Only among schools of nursing and public administration was pay not highlighted as a major issue.

In support of this view, we note that in its February 1987 report, the General Accounting Office points to the number of proposals to create special pay arrangements for particular occupations and programs, and states that:

> • • •we believe that the number of legislative proposals to authorize new pay and personnel systems is an indication of the dissatisfaction with General Schedule pay rates. In the 99th Congress, eight bills were introduced to establish special pay and personnel systems for certain agencies or groups of Federal employees. Inadequate pay and difficulty in hiring and retaining employees were factors cited in support of these legislative proposals.[33]

Concern about Federal sector pay is also being expressed by sources outside the Federal system. For example, a paid editorial sponsored by the Mobil Corporation was recently published in Time magazine and stated, in conclusion, that:

> Federal pay scales, as we've said, have made it increasingly difficult to recruit and retain qualified people. Unless a way is found to make government careers as rewarding as those in the private sector, the American people will wind up with key people in key jobs making key decisions who are either a wealthy elite or society's less able performers.
>
> In government, as in everything else, you get what you pay for. Particularly in view of the problems facing American society, the nation can't afford less than the best.[34]

32 As quoted in "Uncle Sam Intensifies Effort to Recruit College Graduates," the Washington Times, Mar. 17, 1988.

33 United States General Accounting Office, "Report to the Chairman, Committee on Post Office and Civil Service, House of Representatives. Federal Workforce: Pay, Recruitment, and Retention of Federal Employees," February 1987.

34 "Less than the best isn't good enough," Time, Mar. 14, 1988, p. 6.

Federal employee compensation, of course, is a very complex issue which involves many concerns in addition to the competitiveness of entry-level salaries. The last comprehensive pay legislation, the Pay Comparability Act of 1970, called for annual adjustment of the General Schedule, under which most white-collar employees are paid, to a level of comparability with the private sector. However, this legislation gave the President the option of proposing an alternative to comparability which would go into effect unless Congress overrode the proposal.

Due to economic concerns, Presidents have usually proposed alternatives to full comparability with the private sector as a means of reducing budget deficits. In fact, in the first year that such comparability increases were called for under the law, 1972, the President proposed alternatives to full comparability. That pattern has continued. The alternate pay plan calling for a 2.0 percent increase in the General Schedule as of January 1, 1988, represents the 10th year in a row that a smaller alternative increase has been proposed by a President.

The urgency of finding solutions to the Federal deficit is likely to continue the pressure placed on the Federal employee compensation system as a source of savings. This kind of pressure makes it very difficult to deal with the pay issue in a rational, systematic way.

Certainly, many of the pay proposals that have been put before Congress, including a recent bill titled the "Civil Service Simplification Act,"[35] are attempts to deal with various aspects of the pay issue in a more comprehensive fashion than is currently possible. It would appear that any significant solutions to the pay issues discussed in this report will indeed require legislation since the present methods of determining Federal compensation have proven too inflexible to respond to the varying demands being placed upon them. Additional flexibility is needed to assure that any pay-related solutions are responsive yet resource efficient.

Although the pay problems cited by the respondents require legislative action in most cases, other problems noted can be dealt with on a more immediate basis. More than half of all of the respondents offered suggestions on ways the Government could improve its recruitment posture. Most of these suggestions dealt with lack of sufficient information (both on specific opportunities and on the hiring process itself), confusing or time-consuming employment procedures, and, especially, insufficient on-campus recruitment.

By contrast with the Federal Government, many private sector employers expend a great deal of effort selling students on the value of career programs which they offer, particularly those students identified as the "best and brightest." In order to compete with these private sector employers, Federal agencies should consider sending recruiters on campus who are articulate, enthusiastic, and knowledgeable. Further, these recruiters need well designed career programs to present to potential applicants so that the career-entry point and the programs in which they would be involved are clear to potential applicants.

Although much of the responsibility for more effective on-campus recruitment

35 H.R. 2799, 100th Congress, 1st Session - Federal Pay Reform Act of 1987.

necessarily and properly falls on the individual Federal agencies with the positions to be filled, there is still a need for Governmentwide coordination and centralized recruitment-related initiatives as one component of the larger picture. In this regard, it is encouraging to note that the Office of Personnel Management has recently revived major portions of a college relations program that has been quiescent for several years. The revised program includes a number of initiatives, some currently scheduled, others in the planning stage.

Among these initiatives are expanded use of the Presidential Management Intern Program; a "more flexible" cooperative education program; expanded Federal job fair activities, especially for women and minorities; automated job information for applicants; initiatives to increase the number and flexibility of recruiting and examining delegations to agencies; and increased outreach to the college placement community.

As part of this last initiative, OPM has scheduled a national recruitment conference comprised of both college placement and Federal officials to improve communications between the college placement community and the Federal Government.

In the next few months, OPM plans to launch its "Career America" recruiting initiative, which will include a media campaign and a full array of recruiting materials for use by Federal agencies.[36] This initiative is designed to enhance the image of the Federal Government as an employer.

In addition to efforts at the Washington level, OPM regions are being urged to become actively involved with and to help coordinate college recruitment initiatives in cooperation with the Federal activities in their areas. There is some evidence that positive movement is taking place in this regard.

The more active college recruitment program being undertaken at OPM and the initiatives to streamline the Federal hiring procedures are positive steps toward meeting the concerns identified in this report. The Board encourages continuation of these initiatives. These initiatives by OPM are aimed at allowing the agencies more flexibility in their own recruiting programs. Therefore, other Federal agencies need to become actively involved in college recruitment activities to take full advantage of the OPM initiatives.

The third general concern or obstacle discussed by the respondents to the Board's survey is a little more nebulous than the first two. Seventy-five percent or 54 of the 72 respondents to the Board's inquiry cited the negative "public image of 'bureaucracy'" as a reason why their students may not be interested in the Federal Government as an employer.

On a slightly more positive note, however, only about a fourth of the respondents (19 of 72) saw the "public image of Federal employees" as a reason why students were disinterested in Federal employment. It would appear that students in most curriculums are not dissuaded from Federal employment by any concerns about the image of Federal employees, per se, but are

[36] Letter of Apr. 14, 1988 from Curtis J. Smith, Associate Director for Career Entry, U.S. Office of Personnel Management.

more likely to be "turned off" by negative perceptions of the Federal Government as an institution and, by logical extension, as an employer.

Students in a public administration curriculum, on the other hand, are also perceived as being negatively influenced by the image of Federal employees. This may be due to the greater identification among public administration students of government as a career vs. identification of a particular profession (e.g., engineering, law, nursing) as a career.

Suggestions as to why the Federal Government may have a negative image as an employer are many and speculative. For example, Frank Carlucci, current Secretary of Defense and former Chief Executive Officer (CEO) of Sears World Trade, has been quoted as saying in a 1986 speech:

> If I as a CEO were to say that I have loafers, laggards and petty thieves working for me, one could hardly expect my people to perform. Nor would such talk inspire customer confidence; indeed they would wonder about us as a company and about me as a CEO. Yet that is exactly what two government CEOs--two presidents--have said.[37]

As previously noted, Paul Volcker, the former Chairman of the Board of Governors of the Federal Reserve System, is currently Chairman of a newly formed National Commission on the Public Service which is addressing what has been called the "quiet crisis" within the civil service. A member of this commission, Elliot L. Richardson, identifies one of the attitudes which is affecting this image in a recent article in the Wall Street Journal:

> Lacking any real knowledge of how government works, too many members of the business community subscribe to the notion that the abler the government official, the more he or she will seek to enlarge the sphere of government influence at the expense of the private sector. To prevent this, they want the machinery of government placed in the hands of unambitious timeservers who will keep the wheels turning but can be counted on not to reach out for larger roles.
>
> They mirror the views of Terry W. Culler [Associate Director, Workforce Effectiveness and Development, in the Office of Personnel Management] in President Reagan's first term. In an article published on this page last year, he contended that "government should be content to hire competent people, not the best and most talented people." * *
>
> * * *This simplistic view is diametrically opposed to the interests of business itself. Mere competence will not ensure that government programs fulfill their purposes with the least possible encroachment on the private sector.[38]

Articles such as Mr. Richardson's are a positive step in correcting the negative image of the Federal Government. The newly formed National Commission on the Public Service, which intentionally has a very limited life span, may be another vehicle to stimulate interest and debate on the vital role which the career civil service plays. However, a long-term effort involving many substantial steps is needed to fully address this problem. It will require contributions from leaders in all fields to clarify and define the positive role

37 "A Shabby Way to Treat Government Executives; the bashing continues," Washington Post, Apr. 22, 1987, p. A19

38 Elliot L. Richardson, "Civil Servants: Why Not the Best?," Wall Street Journal, Nov. 20, 1987.

of the Federal Government and--as Mr. Richardson points out--stop the erosion of "psychic income" which has traditionally been an important part of the civil servant's income.

Finally, and on a more positive note, consistent with the notion of "psychic income," over 60 percent (44 of 72) of the respondents to the Board's survey also felt that the "Opportunity to Affect Public Affairs" was a positive incentive for their students to consider Federal employment. This may be one of the building blocks upon which the Government can build a renewed sense of pride in public service and a more positive image of Federal employment.

RECOMMENDATIONS

The concerns which were expressed by the respondents to this survey point to problems which have been raised in other contexts. The complexity and interrelation of these problems with the larger political agenda have made them resistant to easy solutions. Nonetheless, the national interest in a competent and motivated Federal work force requires such efforts. Federal policy officials should continue or accelerate their current initiatives on four important fronts:

1. Current attempts to deal constructively and creatively with recognized problems in Federal compensation practices should be given a high priority. While the compensation issue should be dealt with in a comprehensive fashion, any legislative proposal should also allow the Government the flexibility to respond to varying "market forces." For example, a substantial but uniform Governmentwide salary increase would in all likelihood still leave some jobs "underpaid" and others "overpaid" compared to the private sector, and even that would vary by geographic regions. The current ability to authorize special salary rates helps, but by itself it is insufficient. In other words, the rigidity of the current Federal compensation system--same pay for the same grade regardless of occupation or location--is part of the problem and any solution must address that structural weakness.

2. The recently announced plans of the Office of Personnel Management for an extensive college relations program, to include information on career programs and application procedures, should be carried out on an expedited basis. In addition, OPM may wish to consider developing an "information clearinghouse" for potential applicants to provide a central source of information on specific Federal openings. That function could be placed in OPM's Federal Job Information Centers and provide information on an agency, occupation, and geographic specific basis.

3. OPM should also aggressively continue exploration of ways to shorten the competitive recruitment process while preserving the underlying merit

principles. Efforts need to focus on enabling the individual manager to make job offers in a more timely manner.

4. Individual agencies need to become more active on-campus recruiters in attempting to fill their positions with highly qualified college graduates. By working closely with the colleges and universities, they should carefully time their recruitment efforts to place themselves in the best competitive position relative to the private sector. In addition, agencies and OPM should focus additional attention on the creation of career-entry positions and career paths for highly qualified college graduates. As mentioned in the sections above, a few agencies are noted by the respondents as being fairly successful in their college recruiting activities. Perhaps others can learn from their success.

5. Improving the image of the Federal Government as an employer should be a common goal of each Federal agency. Their efforts in this regard may beneficially emphasize the value of Federal service to the well-being of the Nation and the ability of Federal employees to make a difference. Ideally, there should also be a bipartisan effort on the part of the President and Congress to acknowledge the intrinsic and extrinsic value of the civil service in serving the public interest.

APPENDIX A

COLLEGE AND UNIVERSITY OFFICIALS WHO RESPONDED TO THE MSPB SURVEY

Accounting

Responses were received from the following seven officials:

Career Advisor, Career Planning and Placement Center, Berkeley Business School, University of California at Berkeley;

Chairman, Department of Accounting, Graduate School of Business Administration, University of Michigan-Ann Arbor;

Director of Undergraduate Accounting Program, College of Business and Public Administration, New York University;

Co-Chairman, Accounting Department, The Wharton School, University of Pennsylvania;

Director, Management Placement, Krannert School of Management, Purdue University;

Chairman, Accounting, University of Texas; and

Chairman, Department of Accounting, School of Business, University of Wisconsin at Madison.

Computer Science

Information was received from the following eight officials:

Associate Chairman for Computer Science, University of California at Berkeley;

Director of Student Services, School of Engineering and Applied Science, UCLA;

Associate Chairman, Computer Science, University of Maryland-College Park;

Associate Director, School of Information and Computer Science, Georgia Institute of Technology;

Head, Electrical Engineering and Computer Science, Massachusetts Institute of Technology;

Associate Dean for Student Affairs, Institute of Technology, University of Minnesota at Minneapolis-St. Paul;

Chairman, Department of Computer Science, SUNY-Stony Brook; and

Chairman, Computer Sciences, University of Wisconsin at Madison.

Engineering

Responses were received from the following officials of nine engineering schools:

Technical Career Advisor, Career Planning and Placement Center, University of California at Berkeley;

Coordinator of Engineering Placement, Cornell University;

Assistant Director for Corporate Relations and Placement, Georgia Institute of Technology;

Assistant Dean and Director of Engineering Placement Office, University of Illinois;

Director, Office of Career Services and Preprofessional Advising, Massachusetts Institute of Technology;

Dean, College of Engineering, University of Michigan;

Assistant Director, Placement Office, Institute of Technology, University of Minnesota;

Head, School of Engineering, Purdue University; and

Engineering Placement Director, College of Engineering, University of Wisconsin at Madison.

Law

The following eight officials responded:

Associate Dean, School of Law, Columbia University;

Director of Placement, Harvard Law School, Harvard University;

Director of Placement, Law School, University of Michigan;

Dean, School of Law, New York University;

Dean, Law School, University of Pennsylvania;

Director, Office of Career Services, Law School, Stanford University;

Assistant Dean, School of Law, University of Virginia; and

Director, Office of Career Planning and Placement, Law School, Yale University.

Nursing

Responses were received from the following nine officials:

Acting Dean, Lucy Webb Hayes School of Nursing, The American University;

Associate Dean for Administration, University of California at San Francisco;

Dean, School of Nursing, The Catholic University of America;

Associate Dean, School of Nursing, Georgetown University;

Associate Dean for Undergraduate Studies, School of Nursing, University of Maryland, Baltimore Campus;

Assistant Dean, Student and Alumni Affairs, School of Nursing, University of Michigan;

Head and Professor, Division of Nursing, New York University;

Dean, School of Nursing, University of Washington; and

Professor and Dean, College of Nursing, Wayne State University

Liberal Arts

The following 16 placement officials responded to the survey:

Recruitment Program Coordinator, The American University;

Director of Placement, Carleton College;

Assistant Director of Placement, University of Chicago;

Director of Career and Employment Services, Dartmouth College;

Assistant Director of Career Services, The George Washington University;

Director of Career Planning and Placement, Georgetown University;

Placement Counselor, Harvey Mudd College;

Director, Career Planning and Placement, Howard University;

Acting Director of Career Development and Placement, Oberlin College;

Director, Career Planning and Placement, Pomona College;

Director of Recruiting, Princeton University;

Director of Career Planning and Placement, University of Virginia;

Associate Director, Center for Women's Careers, Wellesley College;

Director of Career Planning, Wesleyan University;

Director of Career Counseling, Williams College; and

Director of Career Services, Yale University.

Public Administration

Responses were received from the following 15 officials representing 14 schools:

Director of Public Administration Program, School of Government and Public Administration, The American University;

Head, Department of Public Administration, Brigham Young University;

Professor, Department of Political Science, University of California at Berkeley;

Dean of Students, Public Policy Studies, University of Chicago;

Director, Office of Placement and Career Development, School of International and Public Affairs, Columbia University;

Professor of Public Administration, The George Washington University;

Director, Development and External Affairs, and Director, Career Planning and Internship Center, School of Public and Environmental Affairs, Indiana University at Bloomington;

Chairman, Public Administration Department, University of Kansas;

Director and Professor, Institute of Public Policy Studies, University of Michigan;

Director of Academic Studies, School of Public Administration, Ohio State University;

Dean, Graduate School of Public and International Affairs, University of Pittsburgh;

Assistant Dean for Graduate Placement, Woodrow Wilson School of Public and International Affairs, and Administrative Director, Undergraduate Program, Woodrow Wilson School of Public and International Affairs, Princeton University;

Dean, Maxwell School of Public Administration, Syracuse University; and

Administrative Assistant, Office of Internships, Placement, and Alumni Affairs, The Lyndon B. Johnson School of Public Affairs, University of Texas.

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